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ABSTRACT

This report provides an overview of vocational training programs and activities for Limited English Proficient (LEP) adults in Florida, with particular emphasis on Dade County and Bay County. State policy regarding LEP adults is discussed, as are the roles of state agencies in providing services to these individuals. Statistical information concerning the LEP population is also presented. This includes selected population data on the number and national origin of LEP inhabitants in Dade County, Bay County, and Florida as a whole. Also included are selected social and economic characteristics of Hispanic Floridians, as well as employment data for this population. Reviews of specific programs are also provided. (Adjunct ERIC Clearinghouse on Literacy Education) (JL)

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VOCATIONAL TRAINING FOR LEP ADULTS IN FLORIDA

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VOCATIONAL TRAINING FOR LEP ADULTS IN FLORIDA

I. INTRODUCTION

According to the 1980 Census, Florida's population of about 10 million people included 13.2% who spoke a language other than English at home (see Table 1). A total of 8.4% of people over 18 years spoke Spanish at home. About 9% of the state's population was of Spanish origin, with 4.8% Cuban. The most significant concentration of Hispanics is found in South Florida, mostly in Dade County.

As shown in Table 2, the median household and family incomes in 1979 for the Spanish origin population were only slightly lower than those for the total population in Florida. However, larger differences occur in the percentages of families and persons living below the poverty level. The 1980 Census showed that 14.9% of Spanish origin families lived below the poverty level, compared to 9.9% of all families; similarly, 17.9% of Spanish origin individuals lived below the poverty level, compared to 13.5 % of all individuals in the state. Further, the percentage of individuals who are high school graduates is 66.7% for the total population, compared to 54.2% for individuals of Spanish origin.

Table 3 shows 1987 employment data from the Bureau of Labor Statistics. The unemployment rate for whites in Florida was 4.4%, while the rate for Hispanics was 6.0%. No data were available for the LEP population. There is a need for vocational training and related employment services for the LEP population in Florida, especially for the new wave of Cubans which arrived in South Florida in the past few years, and recent immigrants from Central American countries. Data from the 1990 Census should provide valuable new information concerning the composition of this population in Florida.

TABLE 1

SELECTED POPULATION DATA FOR FLORIDA: 1980 CENSUS

Total Population	9,746,324
Percentage who speak a language other than English at home	13.2
Percentage foreign born	10.9
Percentage naturalized citizens	5.8
Percentage not citizens	5.0
Percentage Spanish origin	8.8
Percentage Cuban origin	4.8
Percentage (over 18) who speak Spanish at home	8.4

TABLE 2

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE
THE SPANISH ORIGIN AND TOTAL POPULATION IN FLORIDA
1980 CENSUS

	<u>Spanish Origin Population</u>	<u>Total Population</u>
Number	858,105	9,746,324
Percentage of total population	8.8	100.0
Median age (years)	32.4	34.7
Median household income in 1979	\$14,306	\$14,675
Median family income in 1979	\$16,175	\$17,280
Percentage of families below poverty	14.9	9.9
Percentage of persons below poverty	17.9	13.5
Percentage of ages 25 and over who are high school graduates	54.2	66.7
Percentage of ages 16-64 with a work disability	6.6	9.9
Percentage of persons under 18 living with both parents	74.9	71.5
Mean number of children ever born	1.25	1.28
Percentage female households, no husband present, with children under 18 years	7.8	7.8

TABLE 3

SELECTED EMPLOYMENT DATA FOR THE STATE OF FLORIDA
 BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
 (in thousands)

Population Group	Civilian Non-Institutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	9,430	5,870	62.3	5,558	58.9	312	5.3
White	8,098	4,975	61.4	4,754	58.7	221	4.4
Black	1,223	824	67.3	735	60.1	89	10.7
Hispanic	1,078	738	68.5	694	64.4	44	6.0

Source: BLS unpublished data

*16 years and above

II. STATE POLICY REGARDING LEP ADULTS

In Florida LEP adults are recognized as one of several groups which require special vocational and employment-related training services. However, they are not singled out at the state level as a priority over other disadvantaged groups. The issue of providing special services for LEP adult does not appear to be a statewide concern. Rather, it is thought of as a local issue in South Florida. There is no targeted state funding for vocational services for LEP adults, nor are there any special legislation or programs designed to serve this group.

Federal funds under the Perkins disadvantaged set-aside is available to provide supplemental services to the LEP adult population. The State Department of Education distributes the set-aside funds to local school districts, vocational-technical centers, and community colleges. Decisions concerning training needs relative to various disadvantaged groups and the extent to which Perkins funds are used for services to LEP adults are made at the local level.

Local school districts, vocational-technical centers and community colleges submit applications for funding to the state education agency. Funds are distributed, as prescribed under the Perkins legislation, according to the number of LEP students previously served. The state education agency, according to respondents, encourages local jurisdictions to provide services to LEP adults and provides guidance and technical assistance on how the funds can be used. Local programs are visited every other year for monitoring and evaluation purposes to ensure that appropriate services are in fact being provided. All in all, however, local education agencies and individual community colleges make their own decisions concerning how to divide the Perkins disadvantaged funds among the various special needs groups. Thus, the extent of services provided to LEP adults is decided at the local, not at the state level.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Education Department

No single model of vocational training for LEP adults is advocated by the Florida Department of Education. According to respondents, however, the most prevalent model for serving LEP adults in Florida is enrollment in ESL classes, followed by mainstreaming in regular vocational classes. While in the regular vocational classes, special help is made available through the Individualized Manpower Training System (IMTS) and in some cases through special tutors.

The IMTS has been implemented state-wide to provide remedial help to improve the basic skills of vocational students, and to help them succeed in vocational programs. The system can be very helpful to LEP adults who lack proficiency in reading, writing, and computational skills. The system provides individualized instructional modules through which one can proceed at his/her own pace.

The Bureau of Adult and Community Education within the Division of Vocational, Adult, and Community Education of the Department of Education administers the adult basic education (ABE) program in Florida. An ESOL (English to Speakers of Other Languages) program which targets the limited English proficient adult and out-of-school youth population is part of this ABE program. The ESOL program emphasizes basic communication and survival skills in English and also employability skills such as looking for a job, filling out a job application, and interviewing skills and behaviors. The program served over 88,000 participants in FY 85-86. Perkins funds are not used; the programs are operated with federal adult education funds. Respondents stated that there is little coordination between the ESOL and vocational education at the state level. It was indicated that better coordination would help targeting of services and placement of ESOL completers into vocational programs.

B. Job Training Partnership Act (JTPA) Program

Special vocational and English language training targeted at LEP adults is a low priority statewide for the JTPA program. Respondents stated that most LEP persons in Florida are Spanish speakers who reside in Dade County. It was indicated that one does not need to speak English to obtain a job in that area, and the people coming to JTPA for jobs in Dade area are not looking for English language training. In Dade, many JTPA offices have staff who speak Spanish; training is available in Spanish, and on-the-job training in Spanish-speaking employment situations is frequently utilized.

JTPA officials consider the program to be an employment training program, not an educational program. Thus, the teaching of English is only important if it is needed for employment. If English is needed, referrals are made to ESL programs operated by other agencies, with JTPA paying for transportation, child care, and related services. Otherwise, no special vocational training services are available for LEP adults.

C. State Department of Corrections

Of the 36 state institutions operated by the State Department of Corrections, 26 have vocational programs. Approximately 10% of the 32,000 inmate population are enrolled in vocational programs. Almost half a million dollars in Perkins money was obtained in FY 86-87 to operate these programs. This money mainly pays for equipment, books, and audio-visual materials. Each individual institution prioritizes its own need for the Perkins funds and fills out a grant application. The applications are sent via the Department of Corrections to the State Education Department.

Very few accommodations are made for LEP adults in these vocational programs and there is no overall policy to provide special services. It was stated that the LEP population is scattered throughout the correctional system, with no large numbers in any one institution. LEP inmates attend regular vocational programs. Peer tutoring by bilingual inmates is used to help the LEP population.

It was stated that, since staff salaries in the prison system are low, recruitment of bilingual vocational instructors who meet the teaching certification requirements is very difficult. No ESL classes are offered within the vocational curriculum, but all prisons have academic education programs where instruction in basic skills is available.

D. Additional Service Needs

One respondent said that although the state has not made a major commitment towards serving LEP adults, the needs of this group deserve more attention. She suggested that the state adopt a flexible statewide training model which would include (1) assessment of English language, vocational, and basic skills; (2) a variety of training methodologies; (3) an evaluation component to assess program outcomes; (4) teacher training; and (5) support services including transportation, child care, and help with access to other social services. This administrator also suggested that the U.S. Department of Education mandate greater coordination among state agencies in servicing special population groups, require a uniform definition of limited-English proficiency across agencies, and set-aside a specific amount or percentage of money to serve the LEP population.

Respondents also indicated that there was a need for trained tutors and bilingual teacher aides for vocational classrooms. Interestingly, respondents indicated that no advocacy groups at the state level are lobbying for greater attention to the LEP population.

The next sections of this case study discuss vocational services to LEP adults in two local jurisdictions: a large metropolitan area (Dade County), and a small locality (Bay County).

IV. DADE COUNTY, FLORIDA

A. LEP Adult Population

Metropolitan Dade County has a very extensive language-minority population. It is best known for its very large Cuban community, but it also contains large numbers of persons from other countries in the Latin American/Caribbean region. The largest non-Hispanic group comes from Haiti.

The latest census data (1980) concerning language-minority people are summarized in Table 4. Some respondents believed that there was a major undercount of language-minority persons in the census due to poor methodology and distrust of government agencies. There have also been major influxes of language-minority people since the census, especially the Mariel boatlift which occurred soon after the census. One respondent from a city in Dade County said that his city had tried to do its own census, but was frustrated by noncooperation and underreporting by distrustful residents. Thus, no one who was interviewed felt comfortable in estimating the size of the language-minority population, although one respondent felt that it might be double the official 1980 figures.

Respondents were also unwilling to estimate the percentage of the language-minority adult population which is limited English proficient. There are sections of Dade County where Spanish is the dominant language, and where English is not required for commerce or employment. One respondent at the community college estimated, however, that half of the adult Hispanic population seeking vocational training have limited proficiency in English.

TABLE 4
1980 CENSUS DATA: METROPOLITAN DADE COUNTY

Total population	3,005,078
Percentage who speak a language other than	
English at home	43.1%
Percentage foreign born	35.8%
Percentage naturalized citizens	15.3%
Percentage not citizens	20.2%
Percentage Spanish origin	35.7%
Percentage Cuban origin	25.0%
Percentage Puerto Rican origin	2.8%
Percentage Mexican origin	0.8%
Percentage other than Spanish origin	7.1%

The economic conditions in Metropolitan Dade County vary widely. According to the 1980 census, labor force participation was generally high (72.6% for males, 51.0% for females, in comparison to 67.0% and 45.8% statewide). Unemployment (5.0%) was below the state average (5.1%), and median household income (\$15,540) was above the state average (\$14,675). On the other hand the percentages of persons and families in poverty (15.0% and 11.9%) were considerably higher than statewide averages (13.5% and 9.9%). The economic conditions for Spanish origin adults in Metropolitan Dade was somewhat poorer than these averages. The 1980 unemployment rate for those of Spanish origin was 5.7%.

More recent estimates of economic conditions in Dade County show a somewhat less positive picture. The 1986 annual unemployment average in the Miami-Hialeah Metropolitan Statistical Area (using Current Population Survey figures from the Census Bureau) was 6.9% in comparison to a statewide average of 5.3%. For persons of Spanish origin, the unemployment average in the Miami-Hialeah Metropolitan Statistical Area was 7.4%, in comparison to a statewide Spanish-origin average of 6.0%.

Those interviewed suggested a similar picture of the present economic conditions in Dade County. There are areas of major economic development and opportunity in the county, but also areas with few economic opportunities. The Hispanic community is perceived to be generally in the economic mainstream, achieving more economically than those in the black community.

Because of the size of the Hispanic population in Metropolitan Dade County, a number of those interviewed suggested that their needs were not "special." Some Hispanic adults do not need to learn English in order to function effectively in their community, and for those that do, there are already extensive service mechanisms. Smaller groups such as Haitians, however, are more in need of special language-related services.

One additional subgroup of LEP adults was identified as requiring special efforts in vocational services. These are the adults who are illiterate both in their native language and in English. The development of a model which combines basic skills instruction, instruction in English-as-a-second-language, and instruction in specific vocational skills was suggested for such people.

The relationships between the language-minority populations and the English-speaking population in Dade County could be described as uneasy. There have been a number of English-only resolutions passed as policy in the county, yet some politicians in Hispanic areas have aggressively promoted the use of Spanish. Some tension has been created by the fact that some jobs (especially in the commercial sector) require Spanish language ability. Thus, attitudes towards services for limited-English-proficient adults depend very much on whether the respondent is or is not Hispanic.

B. Organizations Providing Services

The major providers of vocational training services in Dade County are the:

- Dade County Public Schools adult centers and vocational skills centers;
- Miami-Dade Community College;
- Private Industry Council of South Florida (recipient of JTPA and ORR funds) and their contractors; and
- Proprietary schools in the area (25-30 by one estimate).

Almost all of these organizations provide services to LEP adults, though there are few programs which focus only on LEP adults. Three programs which are focused specifically on LEP adults are the Cuban and Haitian Entrant Grant administered by the Private Industry Council, the Bilingual Institute for Business and Technology administered by Miami-Dade Community College, and the Vocational English-as-a-Second Language program also offered by the community college. Each of these programs is described below.

The recipients of Perkins Act funds in Dade County are the Dade County Public Schools and Miami-Dade Community College. In neither case are specific funds directed towards LEP adults, although given the nature of their adult enrollments, disadvantaged and other Perkins funds are used to support programs with LEP adult enrollments. In the school district, Perkins funds have gone for vocational equipment for a basic skills training laboratory, for occupational placement specialists, and for support services for single parent homemakers. At the community college, Perkins' money has supported the general vocational program, including equipment for vocational programs.

The Private Industry Council (PIC) of South Florida is the recipient of both JTPA funds and funds from the federal Office of Refugee Resettlement (ORR) through the Cuban and Haitian Entrant Grant. The PIC receives approximately \$17.5 million total from JTPA, of which \$10.5 million is directed to adult programs. The PIC also receives approximately \$3.3 million from ORR. The Council serves approximately 6,000 adults and 4,500 youth under JTPA, and approximately 800 adults under ORR. Under JTPA, approximately 13% of the adults and 3% of youth are limited-English-proficient; under ORR, almost all of those served are LEP persons.

C. Vocational Training Programs

Dade County Public Schools (DCPS) offer extensive adult education programming in vocational education and English-as-a-second language. Approximately 80,000 adults per year take ESL classes, and 58,000 per year take vocational classes. Respondents in the district estimate that up to two-thirds of those in vocational classes may come from language-minority backgrounds, although there are no reliable data to support those estimates. The number of LEP adults in vocational classes and programs is also not known.

Although most DCPS adult vocational classes are offered in English, the district does a number of things to meet the special needs of language-minority people. In settings which are overwhelmingly Hispanic, local adult education directors and skill center directors are allowed to recruit bilingual instructors to teach at least partially in Spanish. LEP adults are also directed into ESL programs prior to and sometimes concurrently with vocational classes. Students having trouble with vocational classes due to language or other problems are directed to basic skills laboratories.

DCPS advertises its programs broadly, including in the Spanish media. All of those in vocational programs are tested within six weeks on the Test of Adult Basic Education (TABE). A variety of support services are available, including child care, transportation, and career counseling. A number of sites have occupational specialists who assist in job development and job placement.

Miami-Dade Community College (MDCC) also provides extensive vocational training and ESL programs. MDCC has approximately 25,000 course enrollments per year in ESL, and college officials estimate that there are 3,000 LEP adults enrolled in vocational programs across all campuses. Most vocational classes are offered completely in English, although a limited number of classes (especially in the business area) have bilingual instructors who may use some Spanish. Most students with limited English skills, however, are initially directed into ESL classes.

The college tests all incoming students using either the Multiple Assessment Programs and Services (MAPS) test for native English speakers, or a locally developed English placement test for non-native speakers. The college also has reading laboratories, career counseling, and placement offices to help students to reach career goals.

In addition to the general programs offered by the school district and the community college, there are three specific vocational programs directed toward LEP adults. They are the: (1) Cuban/Haitian Entrant Grant program; (2) the Bilingual Institute for Business and Technology; and (3) Vocational English as a Second Language.

1. Cuban/Haitian Entrant Grant

This grant serves new immigrants and is administered by the Private Industry Council of South Florida. The basic model used is on-the-job training (OJT), with specific support services. Community based organizations and other agencies serve as contractors for this program, which is supported by the federal Office of Refugee Resettlement.

Those people served in the Entrant Grant program receive basically the same services as those funded under JTPA. According to the Private Industry Council, 863 out of 2,296 (37.6%) receiving OJT in 1986-1987 were Hispanic, but the percentage of those who were LEP was not clearly defined.

Recruitment of trainees, development of OJT training positions, development of training objectives, monitoring, and follow-up (up to 90 days) are all responsibilities of the community based organizations which serve as contractors. The Private Industry Council performs intake assessment (basic skills, employability), provides one-third of total salary costs during training, and independently contracts for child care for trainees (which can be supported up to one month after permanent employment). Contractors are paid on a performance basis, with payments tied to initial placements and 30-day retention.

The content of the OJT is determined by the contractor and the employer. Because many jobs in the Miami area do not require English, training for Hispanics may be completely in Spanish. English-as-a-second-language instruction is not supported by the Private Industry Council. Contractors are required to monitor retention after 30 days, progress toward training objectives, and status after 90 days. In general, the training programs last from four to eight weeks, and involve entry-level positions.

The cost of the program in 1986-87 was \$2,230 per placement, or \$1,896 per client. The placement rate overall was 85%, and 78% for Hispanic clients.

2. Bilingual Institute for Business and Technology

This program is administered by Miami-Dade Community College and is run out of its Hialeah Center. It was developed three years ago by the Director for Business Programs and two other people. The dual goals are to provide specific business and technical skills and to provide a transition from Spanish to English instruction.

Programs are offered in seven areas: Accounting, Business Administration, Use and Applications of Microcomputers, Microcomputer Business and Programming Training, Office Receptionist Training, Bank Teller Training, and Electronic Technology. The bank teller training has been least successful, as most banks have preferred to do their own training. The programs include from 9 to 21 credits, and the courses are sequenced so that the use of English increases from 10% to 90% within two semesters (the remainder is provided in Spanish). Some students also enroll in English-as-a-second language classes as needed.

Except for the special focus on language use and some additional out-of-class help, this program makes use of general community college resources. Recruitment is through radio, television, newspapers, and circulars, as well as outreach in the Hialeah community. Intake includes testing using the state developed Multiple Assessment Programs and Services (MAPS) or the locally developed English Placement Test (EPT). Basic college services include academic advisement, career counseling, special reading laboratories, and job placement assistance.

3. Vocational English as a Second Language

This program is administered by the Miami-Dade Community College. It has been in operation for approximately one month, and has enrolled 200 students on three campuses.

The goal of the program is to provide people with previous vocational experience an opportunity to learn English related to their vocations. English language materials are related to specific vocational fields, though vocational training is not part of the program. There are two options: (a)

a full-time (30 hours/week) program which lasts for six months; or (b) a half-time program which lasts for a year. The course is not for college credit, but students are eligible for Pell Grants to support their studies.

As with the Bilingual Institute, the general support services of the community college are available (assessment, advisement, career counseling, reading laboratories, and placement).

D. Planning and Coordination

There is considerable coordination among agencies providing vocational training in Dade County. One key coordinating mechanism is the South Florida Employment and Training Consortium. Most of the providers are members of the Consortium, which does planning and provides inputs into training design.

There is also coordination among agencies on specific issues. The local school system and the community college meet monthly to discuss joint service issues in vocational training. They also use each other's facilities, and have developed a series of articulation agreements in which school district courses in vocational education can be translated into community college credits. The school system has also worked with the Private Industry Council, the Job Service of Florida, JTPA, the Office of Vocational Rehabilitation, and the county government to develop special programs.

Few of the planning and coordination efforts are specifically directed toward LEP adults, however. Although those interviewed agreed that LEP adults had special needs, those needs were largely left to be addressed by individual agencies and specific service sites. Although it was never explicitly stated, there seemed to be an attitude that high-visibility county-wide planning of vocational services for LEP adults would be politically difficult.

Respondents differed on how effective the general planning and coordination of vocational training had been. Respondents in the school district and Private Industry Council were generally positive about the coordination, while respondents in the community college and one local mayor's office generally believed that the coordination was inadequate.

Because such a large percentage of the population of Dade County is language-minority, almost all providers of vocational services deal with LEP adults. Surprisingly, however, there are few formal policies or regulations in local agencies for serving LEP adults. In the school district, there was an explicit policy to "serve all people", although this appears to translate into considerable autonomy at specific schools or vocational centers to hire staff and offer programs as needed by the community.

E. Additional Service Needs

When respondents were asked about gaps in vocational training programs for LEP adults, there were two basic categories of responses. The first was to point to the large number of existing programs, and to suggest that marketing and recruitment were the major issues. The second type of response was to speak of expanding areas of the Dade County economy, and to say that training in these expanding areas was needed.

A number of respondents believed that existing vocational programs needed to be better known in the community, especially by LEP adults. There was frustration that programs offered by the school district and community college were having trouble finding students, while proprietary schools were enrolling large numbers of students. Although there were a few criticisms of the school district and community college programs for their outdated equipment and weak job development, the major concern was that these programs were not being promoted well to the public. There was some question about the extent to which "entrepreneurial zeal" could be developed among public providers of services.

Respondents indicated a number of areas of opportunity for new vocational training programs. These included geriatric health care, horticulture, printing, plant operations and maintenance, customized garment-making, and hotel services. The economy in Metropolitan Dade County was perceived to be dynamic, so respondents thought that persons with strong vocational training would have excellent economic opportunities.

V. BAY COUNTY, FLORIDA

A. LEP Adult Population

Bay County is located on the Gulf Coast in the central part of the Florida panhandle. Its economy depends substantially on the Gulf Coast beaches and the accompanying tourist industry. As of the 1980 Census, its population was 97,740, with 3.2% foreign born, and 3.4% who speak a language other than English at home. The area has grown since the last Census to approximately 160,000 people. In the early 1980s (following the latest Census), the county experienced an influx of Vietnamese refugees who were attracted to the commercial fishing prospects of the area. According to respondents, approximately 500 Vietnamese families now make their home in the county.

According to the 1980 Census, the unemployment rate was 7.2%, somewhat higher than the statewide figure of 5.1%. On the other hand, labor force participation for the individuals 16 years and over was 73.7% for males and 47.5% for females, which was higher than the state-wide percentages of 67.0% and 45.8% for males and females, respectively. Median household income for the county was \$13,271, as compared to the state-wide average of \$14,675, while the percentage of persons and families in poverty were 16.2% and 12.8%, respectively, as compared to the state-wide figures of 13.5% and 9.9%.

These figures point to the fact that, according to 1980 Census data, Bay County was below average economically as compared to the entire state. Respondents indicated that the economic picture for the county has further weakened, with a current unemployment rate of 10.2%. The unemployment rate decreases in the spring and summer as the hotels and restaurants hire staff for the tourist season. However, these jobs pay the minimum wage and disappear after Labor Day when the beach season ends. The individuals interviewed expressed a need for more industry and more jobs in the community.

TABLE 5

1980 CENSUS DATA: BAY COUNTY, FLORIDA

Total Population	97,740
Percentage who speak a language other than English	3.4%
Percentage foreign born	3.2%
Percentage naturalized citizens	1.8%
Percentage (18 and over) who speak Spanish at home	1.0%

B. Organizations Providing Services

Agencies within the community providing vocational training and other employment-related services include:

- Haney Vocational-Technical Center
- Gulf Coast Community College

1. Haney Vocational-Technical Center, operated by the county school district, provides a variety of vocational courses and programs for students in grades 7-12 and for adults who want to obtain job skills or to expand their present skills. The center receives Perkins money for disadvantaged students. LEP adults are not identified as a special priority group for the school. They are just one of numerous groups in need of service. Respondents indicated that LEP adults do not live in the community in sufficient numbers to be singled out as a specific group to be targeted for services. This was not true about 8-10 years ago when significant numbers of Vietnamese families first moved into the area.

No special programs are offered by the center for LEP adults. All students (LEP or EP) are given an assessment battery before they enroll to identify their needs. If a student is not proficient in English, he or she is advised to enroll in ESL at the community college or school district before beginning a vocational training program, but this is not mandatory. If the individual wishes, he or she can begin the vocational curriculum immediately. That student would be given individualized help through the Individualized Manpower Training System (IMTS). IMTS is a support service for vocational students to provide an opportunity for each student to achieve the basic skills needed to succeed in his/her chosen vocational program. It includes a learning laboratory for individualized instruction in basic skills (reading, language arts, and arithmetic), occupational exploration, and employability skills. Instruction is divided into small units which include written and audio-visual materials. Each student is given an individualized instructional plan to meet his/her specific needs.

The IMTS is available to all students who need extra help. It was not designed for LEP adults. One criticism of the system with respect to LEP students is that it requires students to work alone at individual instructional stations. Respondents indicated that LEP adults need greater interaction among people so they can practice their verbal communication skills. The IMTS was never designed for this purpose. Most of the Perkins funds for disadvantaged students which are received by the Center go to the IMTS. ESL classes are not offered at the vocational-technical center.

2. Gulf Coast Community College is one of 38 state supported community colleges in Florida. It serves a three-county area (Bay, Gulf, and Franklin counties) with a total population of 175,000 people. The college awards the A.A. degree and technical certificates in a wide range of vocational areas. It serves 5000 credit students and 12,000 continuing education students.

The college presently has a small program for LEP adults using Perkins funding under the disadvantaged set-aside. A total of \$39,860 was received for 1986-87 for this program which was planned to serve 41 individuals. The objectives of the program were:

- to identify non-native speakers of English who require additional English language skills;
- to assess their language and other employment-related needs;
- to provide English language instruction;
- to teach employability and the coping skills in order to increase participant's awareness of American customs and culture, especially as they relate to job practices; and
- to facilitate job placement.

Two ESL instructors and a bilingual aide operate the program. Close networking with Catholic Social Services is maintained for job placement purposes and any additional counseling which the participants may require.

In the early 1980s, the college provided ESL and other employment-related services to southeast Asian refugees who were moving into the community. The services included survival-level ESL followed by more advanced ESL, individual career counseling, job placement assistance, and a vocational program in food services utilizing the BVT model. This was funded by the State Department of Health and Rehabilitation Services. Some refugees enrolled in regular programs in other vocational areas, including allied health, electronics, and aviation maintenance. At the present time, the number of refugees moving into the community has decreased and the college has chosen to target services and use their Perkins money for other disadvantaged groups, most notably the academically disadvantaged. This decision was made by the President and Board of Trustees of the college because of the high drop-out rate from high schools and the high adult illiteracy rate in the community. Thus, ESL programs were cut back.

C. Planning and Coordination

The current feeling by agency and program officials is that the number of LEP adults in the community is small and their needs can be handled by the small ESL program at the community college and by the DMTS program at the vocational-technical center. Thus, although this feeling is not shared by representatives of the Vietnamese refugee community, there is no effort to address the issue of services for this special population. The JTPA program, the school system, and the Catholic Social Service agency all refer those adults in need of English language training to the community college and those in need of vocational services to the vocational-technical center.

D. Additional Service Needs

Depending on to whom one speaks, there is either no need in the community for job training and other employment-related services for LEP adults, or there is a significant need for English language training, basic skills, pre-employment training, and job training. Most likely the answer is that there are not large numbers of LEP adults in need, but to those in need, the problem is serious.

Jobs are scarce for everyone, and the unemployment rate is over 10%. The tourism industry only provides seasonal employment, and only low-wage housekeeping and food service jobs. The big need in the community is for industry to move in and supply jobs.

Basic skills is a critical need of LEP adults. The IMTS approach of individualized instruction was reported by those outside the vocational education community to be inappropriate for LEP adults. LEP adults need a more interactive classroom setting with teachers and students to practice oral communication in English. Sitting at an individual learning station is not appropriate for learning to communicate in a new language. Child care and transportation are other critical needs. In order to attract LEP adults to a learning center, these two needs must be met.